

**UNCLASSIFIED//FOR OFFICIAL USE ONLY**



**OFFICE OF THE SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, D.C. 20301-1000**

*s/20/19*

**MEMORANDUM FOR EXECUTIVE SECRETARY, DEPARTMENT OF HOMELAND SECURITY**

**SUBJECT: Department of Defense Support to the Department of Homeland Security to Enhance Security at the U.S. Southern Border**

Thank you for your recent memorandums requesting Department of Defense (DoD) support to enhance security at the U.S. Southern Border. The Acting Secretary of Defense has reviewed your requests and has approved the following support:

- The use of additional ground support and aviation resources to support Customs and Border Protection (CBP) Operation Guardian Support (OGS) requirements. Title 10 personnel are barred from undertaking civilian law enforcement functions, consistent with the Posse Comitatus Act and section 275 of title 10, U.S. Code. All previously stated restrictions governing the employment of DoD personnel in support of CBP OGS remain.
- An increase in the number of personnel previously approved to operate mobile surveillance camera vehicles from 146 to 155. All other caveats of the position description included in the previous RFA, approved January 11, 2019, remain in effect.
- Loaning on-hand DoD soft-sided tents to Immigration and Customs Enforcement (ICE) (ICE will be responsible for the costs of transporting the tents to the site, maintaining the tents, and returning the tents to their original condition); and erecting the loaned soft-sided tents on land obtained, secured, and prepared by ICE. ICE is responsible for any environmental compliance requirements.

This support will be provided on a non-reimbursable basis to the greatest extent legally permissible, through September 30, 2019. DoD is able to provide additional detention facility support such as wrap-around services, land site-preparation, and other construction (i.e., fencing) on a reimbursable basis with a valid Economy Act order, if DHS has the necessary authority to use its funds for those activities it orders from DoD pursuant to the Economy Act.

Hallock N. Mohler, Jr.  
CAPT, USN  
Executive Secretary

**UNCLASSIFIED//FOR OFFICIAL USE ONLY**

UNCLASSIFIED//FOR OFFICIAL USE ONLY

ACTION MEMO

DepSec Action *5/17/19*

DOUSD(P) *DT MAY 16 2019*

FOR: ACTING SECRETARY OF DEFENSE

FROM: Kenneth P. Rapuano, Assistant Secretary of Defense, Homeland Defense & Global Security *Kenneth P. Rapuano* MAY 16 2019

SUBJECT: Acting Secretary of Defense Approval of Border Security Support to Department of Homeland Security

**PURPOSE:** This memo will document your decisions to approve Department of Homeland Security (DHS) requests to: 1) fill shortfalls in support of Customs and Border Protection's (CBP's) Operation Guardian Support (OGS); 2) provide additional military personnel to operate mobile surveillance camera (MSC) vehicles; and 3) provide limited detention facility support.

**COORDINATION:** Policy coordinated this memo with OGC and OUSD(C)/CFO.

**BLUF:** Approving the recommendations below and signing the response memo (TAB A) will respond to DHS's requests to enhance border security, document your decisions, and direct the Joint Staff to source the requirements.

**DISCUSSION:**

- On May 11, 2019, you verbally approved DHS requests to backfill requirements to support CBP's OGS, to provide military personnel to staff nine additional MSC vehicles, and to provide limited detention facility support.

**OGS:**

- Since April 7, 2018, DoD has sourced support for CBP OGS with National Guard personnel, many of whom volunteered and who were ordered by the Governors concerned to perform duty under 32 U.S.C. § 502(f).
- Due to a shortfall in volunteer National Guard personnel, DoD has been unable to source all requirements identified by CBP for the remainder of fiscal year (FY) 2019.
- U.S. Northern Command (USNORTHCOM) assessed the shortfall identified by the National Guard Bureau (NGB) and determined that approximately 900 military personnel and approximately 14 aircraft to conduct aerial detection and monitoring would be necessary to fulfill these validated CBP requirements (TAB B).

UNCLASSIFIED//FOR OFFICIAL USE ONLY

MSCs

- On January 11, 2019, you approved the employment of DoD personnel to operate 146 MSC vehicles across 9 Border Patrol Sectors in the 4 southwestern States (TAB C).
- On May 3, 2019, DHS requested to increase the number of MSC vehicles staffed by DoD personnel from 146 to 155 (TAB D).
- Support will be provided on a non-reimbursable basis to the greatest extent legally permissible, including pursuant to Chapter 15 of Title 10, U.S. Code, and Section 1059 of the National Defense Authorization Act for Fiscal Year 2016 (P.L 114-92). To the extent that the support provided by military personnel is determined to be reimbursable, your memorialization of your May 11, 2019, decision by signing below also serves to waive reimbursement, to the extent permissible, pursuant to Section 277(c) of Title 10, U.S. Code.
- USNORTHCOM is determining whether or not the additional MSCs can be staffed with personnel already deployed in support of this mission. If additional personnel are required, USNORTHCOM will submit a request for forces to the Joint Staff.

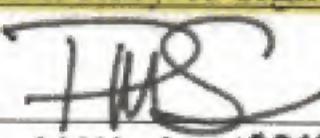
Detention Facilities

- On May 9, 2019, DHS made a request to DoD to erect soft-sided shelters at the locations listed below for the housing and care of a minimum of 7,500 total single adult aliens, on a non-reimbursable basis (TAB E).
  - Tornillo, Texas, 2,500 bed spaces; Donna, Texas, 2,000 bed spaces; Laredo, Texas, 1,000 bed spaces; Del Rio, Texas, 500 bed spaces; Tucson, Arizona, 1,000 bed spaces; and Yuma, Arizona, 500 bed spaces.
- Under Chapter 15 of Title 10, U.S. Code, DoD may make available any on-hand DoD equipment (e.g., tents), to any Federal, State, or local civilian law enforcement official for law enforcement purposes. DHS would be responsible for the cost of commercial transportation and to maintain and restore or replace tents to their original condition.
- The Military Departments' previous assessment of the tasks associated with establishing and providing support services for a detention facility have determined that erecting DoD tents is the only task that is substantially equivalent to military operations or training that would allow reimbursement to be waived pursuant to Section 277(c) of Title 10, U.S. Code.
- For DoD to erect the tents, DHS must have secured access to prepared land. DoD may not conduct site preparation (e.g., clearing, grading, and road establishment) or construction (e.g., fencing) unless pursuant to a valid Economy Act order. ICE must also have the necessary authority to use its funds for those DoD construction activities it obtains pursuant to the Economy Act.
  - USNORTHCOM will conduct site surveys with ICE personnel to assess the suitability of proposed building sites.

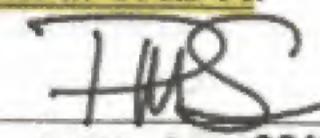
**UNCLASSIFIED//FOR OFFICIAL USE ONLY**

- On May 11, 2019, you verbally approved DHS's request to loan and erect on-hand DoD tents on prepared land or land prepared by DHS, and to waive reimbursement for this support to the extent permissible, pursuant to Section 277(c) of Title 10, U.S. Code.
- You also agreed to contract for wrap-around services for the detention facilities with reimbursement from DHS. DHS would need to submit a new reimbursable request for DoD to provide this support.
- DHS will remain responsible for the detention of migrants, but DHS will continue to pursue a Governor's consent to use his or her National Guard personnel for detention activities.
  - Should a Governor consent to the use of his or her National Guard personnel for detention activities, DHS would submit a new request pursuant to the Economy Act, which DoD could fulfill, with the Governor's consent, under 32 U.S.C. § 502(f), and you could waive reimbursement for that support under 10 U.S.C. § 277(c), if you determine, based on recommendations of the Secretaries of the Military Departments concerned, that providing the support would result in a benefit to those National Guard personnel that is substantially equivalent to that which would otherwise be obtained from military operations or training.

**RECOMMENDATION 1 (OGS):** Direct the Joint Staff to source up to 900 military personnel and 14 aircraft required to meet the CBP OGS shortfall through FY2019 and authorize the Executive Secretary to sign the response memorandum at TAB A.

Approve:  Disapprove: \_\_\_\_\_ Other: \_\_\_\_\_  
**MAY 17 2019**

**RECOMMENDATION 2 (MSCs):** (1) Approve an increase in DoD support to CBP's MSC mission on a non-reimbursable basis through September 30, 2019; (2) waive reimbursement under 10 U.S.C. § 277(c); and (3) authorize the Executive Secretary to sign the response memorandum at TAB A.

Approve:  Disapprove: \_\_\_\_\_ Other: \_\_\_\_\_  
**MAY 17 2019**

**RECOMMENDATION 3 (Detention Facilities):** (1) Approve the loan of on-hand DoD tents and their erection on prepared land identified by DHS; (2) waive reimbursement to the extent legally permissible; (3) direct the Joint Staff to source the tents and the military personnel to erect them; and (4) authorize the Executive Secretary to sign the response memorandum at TAB A.

Approve:  Disapprove: \_\_\_\_\_ Other: \_\_\_\_\_  
**MAY 17 2019**

COORDINATION: TAB F

Attachments:  
As stated



**UNCLASSIFIED//FOR OFFICIAL USE ONLY**

**FOUO/LAW ENFORCEMENT SENSITIVE**

*Military Advisor*  
U.S. Department of Homeland Security  
Washington, DC 20528



**Homeland  
Security**

May 3, 2019

MEMORANDUM FOR: Robert G. Salesses  
Deputy Assistant Secretary, HDI & DSCA  
Department of Defense

FROM: Rear Admiral Eric Jones *RADM Eric C. Jones*  
Military Advisor to the Secretary  
U.S. Department of Homeland Security

SUBJECT: Validation and Modification of Mobile Surveillance Camera (MSC)  
Support

REFERENCE: (a) Request for DoD Support of U.S. Custom and Border Protection's  
(CBP) Border Security Mission, dated December 27, 2018

**Overview**

DoD MSC operator support has proven highly successful. To date, DoD MSC operator support has assisted U.S. Border Patrol (USBP) in the apprehension of 8,429 illegal aliens and seizure of 2,232 pounds of marijuana. Based on the current and evolving border security environment, CBP conducted an internal review and validation of USBP's **MSC** operator requirements originally set forth in reference (a). The results of that review are refined MSC requirements as identified in Tab A. There is no change to the overarching MSC mission or caveats.

**MSC Modifications**

The validated and modified requirements identified in Tab A have been refined to reflect the realized USBP requirements at USBP Stations and to account for flexible employment of MSC operators at the direction of the supported USBP Stations with varied-shift support needs. While DoD will determine the total number of personnel authorized to support the MSC mission as outlined in Tab A, field level reporting indicates that in some cases the current DoD manning model does not adequately allow for sick days, leave, etc. To account for this shortfall, USBP recommends DoD consider using a 1.5 manning factor for MSC operators.

**FOUO/LAW ENFORCEMENT SENSITIVE**

**FOUO/LAW ENFORCEMENT SENSITIVE**

The validated MSC requirement of 155 total MSC vehicles represents an overall increase of nine (9) DoD manned MSC vehicles. USBP requests manning for 24/7 MSC operator coverage (three to four shifts as detailed in Tab A) for 144 MSC vehicles and manning for two-shift coverage (as detailed in Tab A) for 11 vehicles.

Unless noted, all other provisions of the reference (a) remain unchanged.

Enclosure

**FOUO/LAW ENFORCEMENT SENSITIVE**

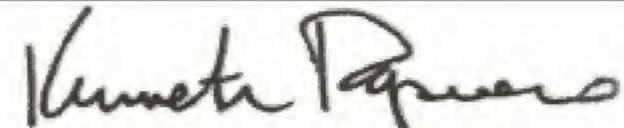
UNCLASSIFIED/FOUO

ACTION MEMO

JAN 11 2019

DUSD(P) [Signature]

FOR: ACTING SECRETARY OF DEFENSE



FROM: Kenneth P. Rapuano, Assistant Secretary of Defense, Homeland Defense & Global Security

SUBJECT: DoD Support to U. S. Customs and Border Protection Border Security Mission

**PURPOSE:** To request your approval of additional DoD support to the Department of Homeland Security (DHS) southern border security mission through September 30, 2019, and to authorize the Executive Secretary to sign the response memorandum to DHS at TAB A.

**COORDINATION:** This action was coordinated with USD(C)/CFO, OGC, and the Joint Staff.

**BLUF:** Approving this request would provide up to 4,600 additional military personnel to support DHS/Customs and Border Protection (CBP) to enhance security along the southern border. This request for assistance is in addition to the support previously approved by then-Secretary Mattis for CBP's Operation Guardian Support (OGS) and CBP's Operation Secure Line response to the migrant caravans.

**DISCUSSION:** On April 4, 2018, the President directed the Secretary of Defense to support the Department of Homeland Security in securing the southern border, and to take other necessary actions to stop the flow of deadly drugs and other contraband, gang members and other criminals, and illegal aliens into this country (TAB B).

- On December 27, 2018, DHS requested additional DoD support to CBP (TAB C).
  - DHS is requesting deployment of DoD personnel to operate 146 mobile surveillance camera (MSC) vehicles across nine Border Patrol Sectors in the four southwestern States. DoD personnel manning these surveillance systems will enhance situational awareness, and enable Border Patrol agents to respond more effectively to potential illicit traffic.
  - DHS is also requesting the emplacement of an additional 167.4 miles of concertina wire over existing pedestrian border barriers at locations designated by CBP in California and Arizona. Emplacement of additional concertina wire will strengthen existing barriers, making them more difficult to scale, thereby providing an opportunity for law enforcement personnel to mount a more effective response.

[Redacted] UNCLASSIFIED/FOUO [Redacted]

**UNCLASSIFIED/FOUO**

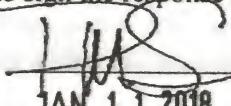
- If approved, these requirements will be addressed as quickly as available forces and assets are identified, and as CBP confirms its readiness to receive the requested assistance; remaining DoD support will continue through September 30, 2019.
  - Your approval of the additional support requested by DHS is consistent with, and in compliance with, direction in the President's April 4, 2018, memorandum.
  - Support will be provided on a non-reimbursable basis to the greatest extent legally possible, including pursuant to Chapter 15 of title 10, U. S. Code, and Section 1059 of the National Defense Authorization Act for Fiscal Year 2016 (P.L. 114-92). To the extent that the support provided by military personnel is determined to be reimbursable, your approval by signing below also serves to waive reimbursement, to the extent permissible, pursuant to section 277(c) of title 10, U. S. Code.
  - OUSD(C)/CFO provided an initial cost estimate assuming a force size of 3,000 personnel in title 10 status of \$91 million from January 2019 to September 2019.
    - OUSD(C) will refine this estimate based on the operational assumptions finalized by the Joint Staff, USNORTHCOM, and the Services.
    - OUSD(C) is reviewing accounts to fund this mission with minimal disruption to DoD and to minimize congressional concerns.
  - DoD engineering support will conclude upon emplacement of the requested concertina wire. DoD will not remove emplaced concertina wire; CBP is responsible for its final disposition.
  - DoD, in consultation with DHS, will evaluate DoD support to the MSC operator mission no later than April 30, 2019, and may adjust the level of support based on the ongoing border security threat conditions.
- DoD and National Guard personnel will not participate in law enforcement activities, be assigned responsibilities that require direct contact with migrants, or be assigned missions that require them to be armed.
  - Decisions regarding arming military personnel for self-defense purposes, and related rules for the use of force, will be informed by mission requirements.
  - DoD personnel operating MSC systems will comply with restrictions and guidance in DoDI 3025.21, Defense Support of Civilian Law Enforcement Agencies, regarding participation by DoD forces in support of civilian law enforcement activities.
- CBP has also requested the full execution of the previously approved FY 2019 OGS aviation requirements using a mix of rotary-wing, fixed-wing, and unmanned aviation platforms (TAB D).

**UNCLASSIFIED/FOUO**

**UNCLASSIFIED/FOUO**

- The National Guard Bureau (NGB) anticipates additional aviation assets will be available after January 2019, upon completion of scheduled aviation maintenance cycles.
- The Chief, NGB, will evaluate sourcing alternatives, and provide a recommendation to the CJCS that meets the level of aviation support approved for the remaining three quarters of FY 2019.
- CJCS suggests not approving the DHS request until a determination is made on the National Emergency Declaration.

**RECOMMENDATIONS:** (1) Approve DoD support to DHS/CBP through September 30, 2019, (2) waive reimbursement under 10 U.S.C. § 277(c), and, (3) authorize the Executive Secretary to sign the response letter at TAB A.

Approve:  Disapprove: \_\_\_\_\_ Other: \_\_\_\_\_  
JAN 11 2018

COORDINATION: TAB E

Attachments:  
As stated

**UNCLASSIFIED/FOUO**



OFFICE OF THE SECRETARY OF DEFENSE  
1000 DEFENSE PENTAGON  
WASHINGTON, D.C. 20301-1000

1/11/2019

MEMORANDUM FOR EXECUTIVE SECRETARY, DEPARTMENT OF HOMELAND SECURITY

SUBJECT: Request for Department of Defense Support of U.S. Customs and Border Protection's Border Security Mission

Thank you for your December 27, 2018 letter requesting additional Department of Defense assistance in support of the U.S. Customs and Border Protection's (CBP) border security mission. I am responding on behalf of Acting Secretary Shanahan.

The Acting Secretary has reviewed and approved your request for mobile surveillance camera operators and engineering support to emplace additional concertina wire at locations where the Department of Homeland Security provides access to DoD personnel and for which the Department of Homeland Security has addressed any environmental compliance requirements. DoD will work with CBP to establish priority locations for sourcing of DoD personnel and equipment. The concertina wire will be of no value to DoD following its emplacement, and so will be left in place. CBP will be responsible for the final disposition of all concertina wire emplaced by DoD. This support is approved on a non-reimbursable basis, to the greatest extent legally possible, through September 30, 2019.

The Acting Secretary continues to support your request for aviation assets and hours under the current Operation Guardian Support guidelines.

Neither DoD personnel nor National Guard personnel will conduct law enforcement activities, be assigned responsibilities that require direct contact with migrants, or be assigned missions that require them to be armed. Decisions regarding the arming military personnel for self-defense purposes, and related rules for the use of force, will be informed by mission requirements.

The Acting Secretary appreciates the opportunity to support the Department of Homeland Security's mission of securing and managing the Nation's southern border.

A handwritten signature in black ink, appearing to read "Hallock N. Mohler Jr.", followed by "CAPT, USN" and "Executive Secretary".